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17. ABSTRACT (MAX. 250 WORDS)

The St. Louis Citizens Advisory Committee was given the task of investigating whether or not the Board of Education of the St. Louis Public Schools had been engaged in any policies, procedures, or practices which might cause resegregation in the schools. During the investigation, the committee kept in mind the truism that the school, as a unit organization with a publicly known policy, is the most visible and vulnerable agency in the community and, therefore, suffers the brunt of community tension, unrest, and discouragement.

The Advisory Committee's investigation was centered around an evaluation of 136 criticisms and allegations brought against the school board by certain community groups and individuals. These criticisms were categorized under several general headings, including student transfers, open enrollment policy, teacher distribution, school boundaries, bussing, course offerings, plant facilities, and the relationship between the board of education and school administrations. Principles evolving from the evaluation were: when considering student transfer requests, every consideration must be given to further integration; teachers must be hired and allocated according to education, ability, and adaptability concerning teaching, not on the basis of race, integration must be fostered among transportees and receiving schools when bussing is considered; the student should never be placed at a disadvantage because of the age or curriculum of his school; and the relationship between the board of education and administrations is defined by law.

The Committee Report concluded that, while some resegregation did take place, it was not through the deliberate intent of the board of education.

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FROM THE CITIZENS ADVISORY COMMITTEE TO THE ST. LOUIS BOARD OF EDUCATION

A FINAL REPORT

JUNE 20, 1963 . . . 5 p.m.

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The Categories
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June 20, 1963.

Mr. Dan Schlafly, President

Board of Education
911 Locust Street
St. Louis, Missouri

Dear Mr. Schlafly:

Attached is the report of the Citizens Advisory Committee to the Board of Education which was appointed by you on April 8th after appropriate Board action.

The report represents many hours of deliberation and thorough investigation. It contains the best judgment of the committee who, at all points, have worked out the report jointly and have agreed to it unanimously as the appended signatures indicate.

You will find the name of Mr. Renschen absent. He was able to attend only two meetings and therefore had practically no part in the deliberations and the final statements In view of this, the committee agreed that it would not be fair to append his name.

If any or all of the recommendations are accepted by the Board, the Committee realizes that there will be many difficult problems of implementation involved. It is the Committee's opinion. nonetheless, that administrative difficulties alone should not impede the implementation of the recommendations. What is badly needed now in St. Louis and in the rest of the nation, is creative procedures.

One of the greatest benefits that can accrue to the St. Louis Public Schools from the current tensions and problems is that the already excellent quality of the schools can be significantly enhanced.

The Committee is confident that both the Board of Education and the Administration will spare no effort to meet the problems involved in the recommendations and to carry them out.

With this letter of transmittal, the final Report of the Citizens Advisory Committee to the Board of Education is formally submitted. The Committee has adjourned sine die.

Sincerely,

/s/ Trafford P. Maher, S.J.
Chairman
/s/ Mrs. Leslie F. Bond
/s/ Mrs. Frank Mirkay
/s/ Harry L. Chadwell
/s/ J. Owen Blache, M. D.
/s/ Mrs. Aubrey B. Hamilton
/s/ Ethan A. H. Shepley, Jr.
/s/ Andrew Franklin Sydnor
/s/ Irving A. Williamson
/s/ W. D. Hawker, M. D.
/s/ Frances Harriet Williams

FOREWORD

Nationally in the field of Civil Rights time has run out. The bill is past due. Payment must be made now. In this atmosphere of urgency and crisis, many urban communities are experiencing a

Office of Education-EEOP
Research and Materials Branch
Bennett O. Stalvey

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bitter confrontation which does little to further communication of quality, the lifeline of human relations. The active presence of certain cultural compulsives does not support unemotionally and objectively certain definite matters that have to do with race.

Few persons in these troubled days stop to reflect upon the fact that knowledge, insight and general understanding skills are unfolding phenomena for each generation and for each era within a generation. As cultures experience this unfolding process, there is a new kind of deepening awareness of the depths of meaning in ancient truths about the oneness of the human race. Under the pressure of this new consciousness, the majority group is smarting from painful guilt feelings resulting from past misunderstandings and concrete wrongdoings of long duration.

Simultaneously, there appears to have been generated a kind of panic which gives rise to fear and anxiety about the past and for the future. In this mood, half-hearted decisions are falteringly made. Half measures are taken in the human rights area which in their own way only perpetuate the evils of the past.

Charles Malik puts it this way: "Nothing is more obvious than that history is decisively in the making today, yet the quality of decision is largely absent.

There is an ominous drift; people appear overwhelmed. It is as though the complexity and multiplicity of the present issues are too much for the mind of man. But if one thing is certain, it is where people refuse to decide, events will decide for them. And if personal decision is both difficult and risky, it is not at all certain that to allow events to decide impersonally, although relatively easy, is not itself a decision involving the greatest risks."

In many cities, North, South, East, and West, the majority group flounders in indecision and confusion. Meantime, the world-over racial minority groups are responding to their newly gained insights into the same ancient truths mentioned above. Aware of the inconsistent and indefensible history of community practice and the fundamental documents of the United States; rightfully impatient and irritated by society's slowness to share unconditionally what is properly an integral part of every American's heritage, the racial minorities are moving forward with new strengths, new enthusiasm, and deep human aspirations.

The racial majority confronts the newly motivated racial minorities and the encounter to this moment has been only minimally productive.

This describes the national emotional climate in which the St. Louis Citizens Advisory Committee to the Board of Education was called and assigned the task of evaluating 136 criticisms and allegations that certain community groups and individuals had brought against the Board of Education and its administration. In short, the Citizens Committee was asked to study whether or not the Public Schools of St. Louis had been engaged in any policies, procedures or practices which had caused resegregation in the schools.

Early in its study, the committee came to understand that the schools were being blamed in part, at least, for problems it had not created and that it could not solve. Schools exist in a community to educate the children of that community. It is the responsibility of the community leaders to maintain a community atmosphere in which the schools can carry out their major purpose—the education of children.

Further, it shortly became clear that many of the problems which face the school are problems which pertain to the Greater St. Louis area and that the solution of these problems lies in the cooperation of St. Louis City and its satellite communities. An outstanding example of the aforesaid is the whole housing problem and the issue of employment for members of minority groups.

Another force emerged to make the committee's task more difficult. Because St. Louis is a borderline city partaking in many significant ways in the mores of both North and South, there appeared to be a tendency on the part of some in the community to draw a parallel between St. Louis and such cities as Birmingham, Alabama, and other southern urban centers. That this parallel does **not** exist appears not to have entered into the perception of some individuals.

In facing up to the allegations and criticisms leveled against the St. Louis

Public Schools, still another issue had to be met. It is a truism to say that the most visible and vulnerable agency in a community is the Schools. It is a unit organization, with a clear organizational chart, an elected Board, and well known administration. It is one of the most accessible targets in a community. The deficiencies in housing and employment cannot be as easily attacked simply because these realities are not as easily brought into aim or focus. In lieu of a convenient target in the housing and employment fields, the school immediately suffers alone and unaided the brunt of community tension, unrest, discouragement and frustration.

With these realities clearly in mind, the St. Louis Citizens Advisory Committee settled down to its task. Since to be of maximum service to the total community, the study and the report could not be too long delayed and there had to be some way to facilitate the study and evaluation. The Committee therefore took the 136 allegations and criticisms and classified them into well-defined categories, placing all allied criticisms into their appropriate category.

The categories with which the Committee worked and which now become the heart of their report, are:

1. Vashon-Harris Move.
2. School Boundaries.
3. School Transfers.
4. Hiring and Allocation of Personnel, Instructional and Non-Instructional.
5. The Hadley-O'Fallon Phenomenon and Their Curricula.
6. Soldan Stadium.
7. Site Location of New Schools.
8. The Neighborhood School Concept and "Open Enrollment."
9. Bussing.
10. Unevenness of Course Offerings and Plant Facilities.
11. Relationship of Board of Education and Its Administration.

While working the validity of the allegations and criticisms with great attention to details, the Committee constantly kept in mind that all recommendations had to be put forward in a manner that would save all the valid principles of constructive learning. Fully cognizant of the excellent job which the Public Schools had accomplished educationally, the Committee realized that whatever it recommended must add to and not detract from this high level educational tradition.

As a consequence this final report is always to be interpreted in terms of the best educational tradition and the soundest educational principles.

GENERAL PLATFORM STATEMENT AND COMMITTEE PHILOSOPHY

By the United States Supreme Court's Historic decision of May 17, 1954, racial desegregation in the field of public education was unequivocally incorporated into the law of the land.

One month and five days after that historic pronouncement the Board of Education of the City of St. Louis on the recommendation of its Superintendent of Instruction, unanimously adopted and officially announced a three step one year program for desegregation of the schools under its jurisdiction which was implemented with an orderliness and in a climate of good will which drew nation-wide attention and approbation. The Citizens Committee identifies with this law and this tradition established by the School Board's 1954 action.

Further, because of the prevailing conviction that racially segregated education generates in boys and girls of all racial extractions, attitudes and feelings detrimental to wholesome personality development and optimum learning, the Citizens Advisory Committee to the Board of Education of the City of St. Louis bases its final report as of June 1963, on the firm commitment of 1954 and recognizes the Board's obligation to provide excellent public education in such a way as to diminish and not ever to re-enforce racial division to the end that the boys and girls of this city receive the highest quality of education, administered in such a way as to bring about the spirit of the historic 1954 Supreme Court decision of integration of pupils in all departments and divisions and at all levels of the St. Louis Public School System.

The Committee agrees that all Board policies and procedures must constantly seek to insure the same spirit of integration of instructional and non-instructional employees in all departments and divisions and at all levels of the St. Louis Public

School System and this to be achieved through sound educational administration.

The Committee reaffirms its belief that a policy of providing integrated experiences for all children is a desirable objective in the achievement of educational growth for the young. Because community practice in several areas tends to draw lines based on race or color, it is the Committee's position that the Board must take boundaries and faculty asignments into account and avoid placing any group of children at a disadvantage because of racial distinction. The Committee suggests that the Board restate its belief that it must keep constantly before itself the goal of integration in all decisions affecting school reorganization and educational practices.

The Committee recommends that copies of the Board's statement should be transmitted to all professional and non-professional personnel with the thought that all continuously include integration as one of the top values for evaluation and modification of policies and procedures whenever this is called for and for formulations of new ones to the end that integration of the facilities and activities of the public schools may continue the progress thus far made in an orderly fashion and in a climate of goodwill.

The Committee urges that copies of the Board's statement be transmitted to the officers of all parent and patron organizations of the system with the thought that they will continue to cooperate as they have since 1954 with the Board of Education and its staff in their endeavor to realize this objective to the fullest possible extent.

The Committee recommends that the Board of Education assume the responsibility of reviewing its plans and practices in the integration area from year to year.

1. VASHON-HARRIS MOVE.

Confer "An Interim Report of the Citizens Advisory Committee"
5/1/63—p. 9

2. BOUNDARIES AND/OR DISTRICTING.

PRINCIPLE:

That the Board of Education and administrators make every effort to attain integration in every public school.

GENERAL OBSERVATION:

The practical implementation of this principle will vary from school to school, since all schools (both elementary and secondary) fall into two general categories:

1) Schools within highly segregated areas wherein a change of school boundaries **would not** in any way achieve student integration and,

2) Schools located within adjacent areas wherein a change of school boundaries **would** achieve student integration.

RECOMMENDATION:

1) In elementary and secondary schools which are located within highly segregated areas there should be:

A) integration of the professional staffs, including special teachers, testers, health officers, counselors, social workers and so forth.

B) added to the neighborhood school concept the dimension of open enrollment.

2) In elementary and secondary schools which are located within adjacent areas wherein a change of school boundaries would achieve student integration, there should be:

A) new boundaries drawn for these schools.

B) integration of the professional staffs. (confer 1a)

C) open enrollment (confer 1b)

3) That as of the opening of Northwest High School, the elementary feeder schools for Beaumont and Central be rearranged so as to create an integrated student body at each school. An alternate proposal might be for Central and Beaumont to become a common high school district.

4) Middle Schools: That all future middle schools be located and staffed with a full consideration of integration of students and personnel.

3. TRANSFERS.

PRINCIPLE:

When considering transfer requests every consideration must be given and every effort made to further integration in the school system.

GENERAL OBSERVATION:

Concerning the transfers from Soldan to South St. Louis high schools for Ger-

man, it is suggested that no such request be honored after June 1st of each year. This should cause requests to be made in time for the administrators to find an instructor and institute a class at Soldan if a sufficient number of students apply. Further, any transfer student taking a course (not offered at his own school) for a year or less be required to return to his district school on the completion of the course.

RECOMMENDATION:

1) That the Board of Education clearly define its criteria for making transfers in conformity with the integration proposal stated above.

2) That the Board of Education apply its criteria in making transfers.

3) That any pupil have a right to apply for a vacant seat anywhere. It is understood that when such a transfer is made the parents assume the responsibility for transportation.

4) That the Board of Education must fully publicize its transfer policy.

4. HIRING AND ALLOCATION OF CERTIFICATED AND NON-CERTIFICATED PERSONNEL.

PRINCIPLE:

The Administration of the St. Louis Board of Education must make the educational background, teaching ability and personal adaptability the major factors in hiring and allocation of certificated personnel. Neither race, color nor creed may play any role.

The hiring and allocation of certificated and non-certificated personnel is governed by the Missouri State Fair Employment Law.

GENERAL OBSERVATION:

The Administration of the St. Louis Board of Education in granting transfer requests of certificated personnel has for years allowed seniority of service, quality of service, adaptability, travel inconvenience and personal reasons to be determining factors in their assignments.

The result of this policy has been that certificated personnel often tend to teach in schools of their choice close to their residence.

Despite the fact that there is integration of teachers in 28 percent of the elementary schools and 75 percent of the secondary schools, there are limited opportunities for school children to be taught by teachers of a different race, particularly in certain neighborhoods of the City of St. Louis.

RECOMMENDATIONS:

1) The Administration of the St. Louis Board of Education in discussing proposed transfers with certificated personnel must continue to place great emphasis on the superior educational experience resulting in the child and the personal satisfaction derived by the teaching staffs of all the schools.

2) We strongly urge that the Administration integrate the teaching staffs of all the schools.

3) We strongly urge that all student teachers at the Harris Teachers College receive substantial apprenticeship teaching experience in integrated schools.

4) In the light of the current figures of the employment of non-certificated personnel, the Board of Education must make every effort to reflect in the area of non-certificated personnel a more representative picture of the total community.

5. THE HADLEY-O'FALLON PHENOMENON AND CURRICULA.

Confer "An Interim Report of the Citizens Advisory Committee"
5/1/63—p. 9

6. SOLDAN STADIUM.

PRINCIPLE:

The scheduling of games at any of the athletic fields should be so arranged as to make for a maximum of integrated interschool athletic activities.

GENERAL OBSERVATIONS:

It is not the location of the stadium that helps or hinders integration but rather the scheduling of the games. In the opinion of the committee the current schedule does not achieve this goal.

A review of the 1963 football schedule for the Soldan Stadium reveals that Soldan High School is to play all of its league games in its own stadium. It is submitted that this does not constitute a good schedule either from the athletic or from the integration point of view. This present schedule for 1963 does not have a proportionate number of home and away-from-home games.

RECOMMENDATION:

That the projected league football schedule for 1963 be re-evaluated and changed so that it will reflect the principle of integration and this to be done with special reference to Soldan High School.

7. SITE LOCATION OF NEW SCHOOLS.

PRINCIPLE:

The site location of new schools should be such as to increase integration while meeting area needs.

GENERAL OBSERVATIONS:

Site location here does not refer to the six elementary schools which are currently under way or on the drawing boards.

RECOMMENDATIONS:

1) That site locations for new schools insofar as is possible should be such that integration is made a reality.

8. THE NEIGHBORHOOD SCHOOL CONCEPT AND THE OPEN ENROLLMENT CONCEPT.

PRINCIPLE:

The open enrollment policy tends to make the total school system a richer community resource.

GENERAL OBSERVATIONS:

It is to be clearly understood that there is only one school concept in the United States which makes sense. This concept is the neighborhood school concept. In effect this concept declares that the children of a given neighborhood are first to be seated in their neighborhood school.

The open enrollment concept merely adds another dimension to the basic neighborhood school concept. This dimension declares that after the students of a given neighborhood have been seated, students from other areas have the right to request a place in one of the vacant seats.

This is to be done on a "first come, first served" basis. It must be further understood that when parents wish to take advantage of the open enrollment concept, they must assume the responsibility for transportation.

It is further to be understood that the open enrollment concept applies only to existing active classrooms and their open seats.

School administrators must see to it that this open enrollment concept is not used to thwart school integration. Consequently, the request for a place in a school out of the home area should show clearly and convincingly that the request is being made for bona fide reasons of curriculum, instruction, or some reason other than one which is based on the desire to avoid integration.

RECOMMENDATION:

1) That the School Board adopt for its schools the policy of the open enrollment concept.

9. BUSSING.

PRINCIPLE:

Integration is high on the priority list of educational values and must be fostered among the transportees and in the receiving schools.

GENERAL OBSERVATIONS:

The term "bussing" is applied to the transportation of pupils from overcrowded elementary schools to other schools with available space.

It is reported that over 4500 elementary children are involved, the vast majority of whom are Negro. These children are transported in grade arrangement accompanied by teachers and are under the discipline of these teachers for all activities. The transportees have an irregular education day since adjustments have to be made to allow for travel time. The transportees are to a very large extent treated as a separate entity by the receiving facility, but there are notable exceptions.

RECOMMENDATION:

That the transportees be fully integrated into all the classrooom and extra-classroom activities of the elementary receiving institutions during the school day. In this integrating process all constructive learning principles are to be preserved, e.g., the principle of ability grouping. In order to facilitate this integrating process, the faculties of all receiving schools must be racially integrated. That criteria be set up for selecting the transportees and that the sending school carry the responsibility for implementing these criteria.

The Committee realizes that there may be difficulties in getting adequate transportation at the time of day needed so that the transportees can start the school day at the same time as the receiving school.

Undoubtedly the difficulties which arise do somehow admit of solutions.

10. UNEVENNESS OF COURSE OFFERINGS AND PLANT FACILITIES.

PRINCIPLE:

The student should never be placed at a disadvantage because of the curriculum or age of his particular school.

GENERAL OBSERVATIONS:

It is inevitable that school buildings will vary in age. As long as a building is well maintained and as long as the equipment is kept up to date and in good repair, there should be no disadvantage to anyone because of the age of the building or equipment. While it will always be difficult to convince parents that their child is not suffering a disadvantage because of old buildings and equipment, the Board of Education must make every effort to keep all schools comparable.

RECOMMENDATION:

1) That there be continuous evaluation to see that all buildings and equipment be kept in A # 1 shape.

2) That every attempt be made to have all necessary current educational materials and modern equipment of quality in good condition at the older schools and in the schools that are in the depressed areas of the city.

3) That every attempt be made to motivate teachers to work in the more depressed areas of the city.

4) That all principals, especially in the older schools and in the more depressed areas be alerted to the fact that they can get the materials they need. That these requests always be honored.

11. RELATIONSHIPS BETWEEN THE BOARD OF EDUCATION AND ITS ADMINISTRATION.

PRINCIPLE:

The law clearly defines the relationship between the Board of Education and the Administration.

GENERAL OBSERVATIONS:

A great deal of community unrest develops from time to time because some individuals and groups of individuals get the impression, for what reason is not clear, that the Administration leads the Board of Education.

In this instance as well as in several others it is clear that the Public Schools of St. Louis are not enjoying the benefits of efficient and comprehensive Public Relations.

Perceptive and prudent timing should be used in statements released by the Board and by the Administration. (Many necessary actions have to be taken and for them to be productive actions, timing must be constantly considered as an integral part of all decisions).

RECOMMENDATION:

1) That the Board of Education make very clear to the public what the laws are governing the Board and the Administration and their relationship.

2) That efficient Public Relations and comprehensive communications be used to inform the public just what the order of action is when decisions are made and policies set.

SOME POSSIBLE GENERAL RECOMMENDATIONS

THE ADMINISTRATION'S HUMAN RELATIONS COMMITTEE:

PRINCIPLE:

A community tends to have more confidence in a committee when its very composition indicates its degree of autonomy.

GENERAL OBSERVATIONS:

The Administration has had for some years a hardworking committee on Human Relations. This committee has actually studied in depths for a year and a half such difficult matters as school boundaries, bussing, and the integration of faculties and student bodies.

The general community however has little knowledge of this and even when the facts are known there is a lack of confidence in the committee for the simple reason that some fear that its findings will not be accepted and effectively used.

RECOMMENDATION:

That there be added to the Human Relations Committee representation from

the Board of Education and from the Community at large.

THE BOARD OF EDUCATION'S METHOD OF RECEIVING SUGGESTIONS AND CONSTRUCTIVE CRITICISMS:

PRINCIPLE:

An organization which keeps active its machinery for receiving suggestions and constructive criticisms from its constituency, is an organization which tends to operate with a high degree of efficiency and rapport with its public.

GENERAL OBSERVATIONS:

There is a feeling in a considerable segment of the community that it cannot actually tell its views to the Board; that the only time complaints are received is during a time of high tension and crisis.

RECOMMENDATION:

That the Board of Education keep active on a regularly scheduled and advertized basis its machinery for receiving suggestions and constructive criticisms from its public.

SCHOOL DISCIPLINE:

PRINCIPLE:

The best teaching and learning takes place in an environment where intelligent discipline exists.

GENERAL OBSERVATIONS:

There is a feeling on the part of many teachers and parents that the Board's policies on discipline and disciplinary procedures are not uniformly carried out in all the schools.

It is said that the same methods are not used with equal rigor in predominantly white and in predominantly Negro schools. It is further alleged that some teachers withdraw from or refuse to accept assignments to certain schools because of this discrepancy.

RECOMMENDATION:

That the Board of Education vigorously investigate these allegations and take effective corrective measures.

HUMAN RELATIONS AND INTERGROUP EDUCATION:

PRINCIPLE:

A culture in transition needs special teaching on intergroup and human relations in order to prepare both teachers and pupils to aid constructive transition.

GENERAL OBSERVATIONS:

The St. Louis Public School System pioneered in this field and drew national attention to itself for the excellence of its work and for the benefits of this education. There is a current feeling, however, that the schools are giving less attention to this important field.

RECOMMENDATION:

That the Board of Education exert forceful leadership in strengthening the teaching of intergroup and human relations education in the schools for both teachers and pupils.

CONCLUDING STATEMENT:

This Committee has carefully considered the charges which were the factors causing its formation. The Committee has been impressed by the commendable interest of concerned citizens in the education of the children of St. Louis which these allegations represent.

It is regrettable that seemingly poor communications between school authorities and the general public has caused many of these serious misunderstandings. In all fairness, however, it must be pointed out that while some resegregation in the schools has taken place, it has not been done through deliberate intent on the part of the Board of Education.

The recommendations in each category of this final report should do much to solve the problems and at the same time enhance the quality of education in our public schools.

It must be stressed again, however, in these concluding remarks, as was stressed in the foreword, that the solution to many of the school problems cannot be had without the cooperation of St. Louis County. When these communities along with St. Louis City take effective measures to form and execute fair housing laws and to make possible more comprehensive fair employment, many of the existing school problems of segregation can be completely solved.